

**PUBLICATION OF THE NORTHERN IRELAND POLICING
BOARD'S RESPONSE TO THE INSPECTIONS
CONDUCTED BY HER MAJESTY'S INSPECTOR OF
CONSTABULARY ON THE POLICE SERVICE OF
NORTHERN IRELAND
PEEL: POLICE EFFECTIVENESS (VULNERABILITY);
AND
PEEL: POLICE EFFICIENCY.**

FEBRUARY 2017

Introduction

The Northern Ireland Policing Board has a statutory duty to hold the PSNI to account for the delivery of an effective and efficient policing service for the whole community. The Board carries out this work in a number of ways through engagement with the community and key stakeholders and Committee and Board meetings. However, with the exception of information gathered through research about the PSNI's policy and practice on the ground, the Board is largely reliant on information provided by the PSNI. Information is received either through scrutiny at Board and Committee meetings, correspondence with the Chief Constable, face to face meetings between the PSNI and through questions from the Board on particular issues.

The Board's accountability function is strengthened by having access to independent professional policing assessments from relevant bodies such as Her Majesty's Inspectorate of Constabulary (HMIC) and the Criminal Justice Inspection Northern Ireland (CJINI) on how the PSNI is performing and discharging its responsibilities in a number of key areas. This enables the Board to hold the Chief Constable to account using an evidence based approach.

As there is a statutory obligation on HMIC to undertake an annual efficiency and effectiveness inspection of the PSNI, the Board agreed at a meeting with HMIC on 19 November 2015 to request the Justice Minister to commission HMIC to undertake an inspection. The objective was to inform the public, the Board and the Justice Minister of the PSNI's strengths and areas for improvement in a number of key areas.

The Inspection was carried out between 1-5 February 2016 using the PEEL methodology which draws together evidence collected from HMIC annual police inspections and provides a picture of both where the police service is at that point in time and how it is developing. The Reports examine how the PSNI uses resources to discharge key responsibilities and provide a graded assessment of strengths and areas for improvement.

The inspection comprises the following assessments:

- **efficiency** - how the police provide value for money;

- **effectiveness** - how the police carry out their responsibilities including cutting crime, protecting the vulnerable, tackling anti-social behaviour and dealing with emergencies and other calls for service; and
- **legitimacy** - whether the police operate fairly, ethically and within the law.

The limited timescales and resources available and the adverse impact that intensive inspection activity could have on the service the PSNI provide to the public did not allow for a HMIC efficiency and effectiveness inspection in 2015/16 based upon the full PEEL methodology. However, the Board requested that the inspection focused on the efficiency and effectiveness of the PSNI based upon efficiency and the vulnerability element of effectiveness.

The **Efficiency Inspection** looked at how efficient the PSNI is at keeping people safe and reducing crime from its available resources; how well the PSNI understands its demand and if resources are in the right place to meet that demand. It also examined the sustainability and affordability of the PSNI workforce model and the financial position for the short and long term and assessed how the PSNI has responded to recommendations made in the previously.

The **Effectiveness Inspection** considered how effective the PSNI is at protecting from harm those who are vulnerable and supporting victims and examined how the PSNI identify those who are vulnerable, assess their level of risk and what the PSNI did itself and with other partners to mitigate against the risk. The inspection considered how well the PSNI respond to and safeguard specific vulnerable groups (missing persons, victims of domestic abuse), and how well prepared it is to tackle child sexual exploitation.

HMIC presented the findings of the 2 reports to the Board and the Chief Constable on 4 August 2016 and the Board had the opportunity to explore issues relevant to the findings. The Board wrote to the Chief Constable on 12 August 2016 asking him to comment on the inspections.

The Chief Constable's response on 7 September 2016 stated that PSNI had accepted all the Areas for Improvement identified by HMIC and Action Plans for both Efficiency and Effectiveness, including timelines for implementation, were provided to the Board. The

Resources Committee has considered the Action Plan in respect of the Efficiency report and has asked PSNI to provide more specific information such as success criteria, Accountable Officers and timeframes attached to the actions being taken to address concerns raised in the report and work remains ongoing to ensure the Board has the necessary information to oversee the implementation of recommendations from this key Report. The Board agreed at its meeting on 2 February 2017 to publish the Action Plans, the Board's response and the comments of the Chief Constable as required under section 42(6) of the Police (NI) Act 1998. A copy can be found at Annex 1.

The Board will continue to monitor the steps taken by the PSNI and will complement that work with a Human Rights Thematic Reports on child sexual exploitation. The Board has agreed that future inspection by HMIC will build on the findings of these reports to allow improvements to be measured and assessed.

NORTHERN IRELAND POLICING BOARD

FEBRUARY 2017

Anne Connolly OBE
Chair

Date: 7 February 2017

Ms Claire Sugden MLA
Minister of Justice
Castle Buildings
Stormont
BELFAST

Dear Claire

I refer to the 2015/16 HMIC PEEL Inspection reports on Efficiency and Effectiveness, the latter focusing specifically on the area of Vulnerability.

PSNI have developed action plans to address the Areas for Improvement highlighted in the reports which are being monitored by the Boards Performance and Resources Committees.

In respect of the HMIC Effectiveness Report, the Performance Committee was encouraged by the proposals made and was advised that a considerable amount of work has already taken place. Further clarification has been received on a number of issues and the Action Plan submitted will be monitored by that committee.

In respect of the Efficiency Report, the Resources Committee has asked PSNI to revisit the Action Plan and requested the inclusion of more detailed information on their analysis of current and future demand and on success criteria and specific timeframes for completion of the actions in the Action Plan to enable the Committee to monitor progress effectively and ensure that the necessary improvements are implemented. This process remains a work in progress.

The findings of the report identify opportunities for closer, more effective working with a range of stakeholders and the Board will continue to advocate for PSNI, in the context of the Programme for Government principles, to build strong effective partnership working to protect and support the most vulnerable in our society.

You will be aware that as per Paragraph 42(1) of the Police Act 1998" the Board is required to *prepare comments on the published reports and arrange for its comments, any comments submitted by the Chief Constable, and any response which the Board has to these, to be published in such a manner as the Board deems appropriate.* As such, the Board's comments in this letter and the PSNI Action Plans will be published on the Board's website.

Yours sincerely



ANNE CONNOLLY OBE
Chair



HMIC PEEL 2015/16 - Areas for Improvement Action Plan & Timeline

HMIC PEEL Efficiency Report		
Areas for Improvement	Action Plan	Proposed Delivery Timeline
<p>The force should improve its understanding of current demand for its services, and likely future changes in demand.</p> <p>This is so it can make best use of its resources by matching them to demand to meet the needs of the public.</p>	<p>The PSNI has already dedicated a significant amount of resource across a number of units and teams to analysis various aspects of current demand. This included the completion of a comprehensive analysis which examined over 1.1 million records linked to PSNI's calls for service. This preliminary analysis helped form the basis of the current Demand Profiling Project. This project has the core objective of providing a full understanding of demand right across PSNI within four thematic areas (Protective, Public, Internal and Hidden demand). As the Demand Profiling Project continues it will assist the PSNI in its understanding of current and future demand service-wide.</p> <p>The Demand Profiling Project compliments the Priority Based Resourcing (PBR) programme, which will deliver a prioritised list of services and a dynamic risk based mechanism to decide where resources should be allocated as demand and funding changes. The output decisions from the PBR process will then feed into Workforce Planning who will deliver resource moves through Resource Delivery Group (RDG) under the governance of ServiceFirst Board (SFB).</p> <p>The RDG is the process by which PSNI seeks to ensure that its workforce is allocated appropriately to meet the demands placed upon it. In addition to its monthly considerations of individual bids the RDG has two planning events on an annual basis where it reviews the distribution of the workforce to ensure that it is appropriate in term of numbers and mix. At the workshop the RDG considers the current strategic assessment, issues in regards to emerging and specialist skill requirements, the anticipated promotions and specialist selection requirements and the financial picture. RDG then makes recommendations on the appropriate HR distribution plan for the year. To ensure that plan is matched to demand the Head of the Performance Improvement Unit attends this forum.</p>	<p>Initial Demand Profile indicators identified by end of October 2016, with subsequent stages of the project progressing through 2017</p> <p>RDG workshops in September and January each year. The Annual HR Distribution Plan by March each year</p>
	<p>ACC Todd</p>	<p>Chief Officer</p>

<p>The service should develop a sustainable plan for its future workforce that is aligned with its overall demand and budget. The plan should include future resource allocations and the mix of skills required by the workforce.</p>	<p>This area of improvement will be assisted by the development of a sustainable plan for future workforce which is captured within the five Strategic Aims of the People Strategy (a copy of the People strategy is available if required).</p> <p>In addition, the workforce plan is an integral part of the Resource Plan which is prepared and updated each year. See below.</p>	<p>T/Director Mr McNaughten</p>	<p>This is reported to the Resources Committee of the Board twice per year</p>
<p>The service should develop clear and realistic plans for achieving the likely savings required beyond 2015/16.</p>	<p>PSNI produce a Resource plan each year which presents a balanced budget plan for the next financial year and also outlines indicative resourcing requirements for future years. This plan reflects agreed targeted savings. The preparation of this year's Plan is on track for delivery to the Board in March 2017.</p> <p>PSNI produce a monthly Finance report for the Board and attend the Board's Resources Committee on a monthly basis to report on progress against the Resource plan.</p>	<p>T/Director Mr McNaughten</p>	<p>March 2017- Resource Plan to be presented to and agreed by the NI Policing Board</p> <p>Monthly- Finance Report which provides update on progress against Resource Plan is presented to NIPB Resources Committee</p>

HMIC PEEL Effectiveness Report

Areas for Improvement	Action Plan	Chief Officer	Proposed Delivery Timeline
<p>The PSNI should improve its initial assessment of risk and response to vulnerable people by ensuring all its staff in the contact management centres and who work at front counters of police stations are appropriately trained to identify the full range of vulnerability.</p>	<p>A number of actions have already been performed, or are on-going, to address this area for improvement, these include:</p> <ol style="list-style-type: none"> 1) A training course is under development focused on the theme of Vulnerability. It will be delivered to all staff in Contact Management Centres (CMC) and will include identifying and recognising vulnerability, appropriate questioning, prioritisation and deployment in relation to risk/threat/harm. 2) Initial Call handler and Dispatchers course to contain distinct element focused on identifying and recognising vulnerability 3) Internal policy and guidance to be reviewed and updated. 4) CMC Inspectors directed to promote and focus on vulnerability. 5) Managed Service Supervisors briefed. Vulnerability issues included as standing agenda item at weekly supervision meetings 	<p>ACC Martin</p>	<ol style="list-style-type: none"> 1) Sept – Dec 2016 2) Sept 2016 – ongoing 3) 30 Sept 2016 4) 9 Sept 2016 5) 24 August 2016
<p>The PSNI should improve its initial assessment of risk and response to vulnerable people by ensuring all its staff in the contact management centres and who work at front counters of police stations are appropriately trained to advise callers on initial safeguarding measures</p> <p>The PSNI should improve its initial assessment of risk and response to vulnerable people by ensuring all its staff in the contact management centres and who work at front counters of police stations are appropriately trained to record why an incident is given a particular grade of response, based upon information provided by callers and held on police systems.</p>	<ol style="list-style-type: none"> 1) 1 – 5 above all apply 2) A Directive has been issued to all staff in CMC outlining the responsibility to stay on line with callers identified as vulnerable and to maintain contact until arrival of police. <p>A definition of Vulnerability has been circulated to all officers and staff within the PSNI by DCC Harris. Within CMC there is an increasing focus on the quality of call handling and justification for action which is being driven at management level within CMCs.</p>	<p>ACC Martin</p>	<ol style="list-style-type: none"> 1) As above 2) 3 August 2016

<p>The PSNI should improve its response to reports of missing persons by ensuring that all supervisors and inspectors conducting risk assessments and reviews for missing children record their reasons why a missing child is high, medium or standard risk. Officers should explain any inconsistency between specific information held that a child is vulnerable, for example at high risk of child sexual exploitation, and any lower assessment of that child as a missing person.</p>	<p>Interim instructions will be issued via an email to all investigating officers and supervisors</p> <p>Service policy will be amended to reflect this requirement</p>	<p>ACC Kerr</p>	<p>Sept 2016</p> <p>March 2017 (sooner if revised National Guidance is issued)</p>
<p>The PSNI should improve its response to reports of missing persons by improving how the service works with partners to share information and reduce the frequency of persistent and repeat missing children incidents.</p>	<p>Ongoing negotiations are being held between PSNI and Health Board officials. A workshop is planned for Autumn 2016, leading to an agreed overarching protocol between police and health to manage missing persons from all health facilities.</p>	<p>ACC Kerr</p>	<p>March 2017</p>
<p>The PSNI should improve its response to children at risk of sexual exploitation by ensuring that officers in the specialist unit with responsibility for dealing with child sexual exploitation have the appropriate tools and training to perform that role, and there is supervision to prioritise workloads.</p>	<p>Joint training is being arranged for September with Barnardos and facilitated by Crime Training to ensure that officers have the necessary tools to deal with and identify Child Sexual Exploitation (CSE).</p> <p>Within each Health Trust area there are identified Sergeants who have responsibility for CSE within their areas. There is also a Detective Inspector who has been allocated as operational lead for the Service.</p>	<p>ACC Kerr</p>	<p>By January 2017</p>
<p>The PSNI should improve its response to children at risk of sexual exploitation, by ensuring that frontline staff have an appropriate level of knowledge of the factors to identify cases and understand how to respond.</p>	<p>A CSE Safeguarding Plan has been developed which sets out training requirements for front-line officers. A package will be devised with Crime Training and it is anticipated that District Trainers will be trained to deliver this to DPC officers.</p>	<p>ACC Kerr/ ACC Martin</p>	<p>By September 2017</p>

<p>The PSNI should continue the improvements in its response to domestic abuse by finalising its service procedure, clearly setting out the roles and responsibilities of police officers and police staff, particularly in relation to medium and standard risk victims of domestic abuse.</p>	<p>The PSNI continues to work with partners to improve the safety of all victims of domestic abuse. We recently launched a domestic abuse awareness campaign 'Walking on Egg Shells' to coincide with the Euro Football Tournament; PSNI recently hosted a Women's Aid workshop for CEOs of all branches across Northern Ireland and a Partnership Agreement has been drafted and currently under consultation; the Service's domestic abuse leaflet and poster are being translated into various minority languages: Polish, Lithuanian, Russian, Tetum, Portuguese and Mandarin;</p> <p>Service Level Agreements (SLA) with partner agencies have recently been, or are currently being, reviewed. This SLA review includes those in place with Public Prosecution Service and Northern Ireland Courts & Tribunal Service. PSNI are also working with key partners to provide a joint response to domestic abuse within the military community.</p>	<p>ACC Kerr</p>	<p>By March 2017</p>
<p>The PSNI should continue the improvements in its response to domestic abuse by improving the understanding of police officers attending domestic abuse incidents of the full range of safeguarding measures available to safeguard victims.</p>	<p>A service procedure does exist however work on the new service procedure is currently underway and will take cognisance of the comments in the HMC report. A document has been compiled outlining actions for consideration by uniform personnel in responding to medium and standard risk victims of domestic abuse</p>	<p>ACC Kerr/ ACC Martin</p>	<p>By March 2017</p>
<p>The PSNI should continue the improvements in its response to domestic abuse by working with partners to improve the safety of repeat and high risk victims of domestic abuse.</p>	<p>The PSNI has made provision for frontline officers to complete a set of online courses on domestic abuse. Over 3500 officers have completed these courses recently.</p> <p>Training has also been provided for over 350 frontline uniform Constables and Sergeants to assist in better understanding domestic abuse and safeguarding measures.</p> <p>Resource has also been focused on the specialist staff working within Public Protection Branch, with officers undertaken a course of study aimed at providing them with a 'detective' accreditation.</p>	<p>ACC Kerr</p>	<p>By August 2017</p>

